# Highway 217 Corridor Planning Study
# Scope of Work

## *Introduction*

Oregon Highway (ORE) 217 is the major north-south transportation route for eastern Washington County. For most of its length, it consists of four through lanes and two auxiliary lanes between interchanges. Designated as part of the National Highway System (NHS), traffic volumes have grown significantly with the development of the County. From 1989 to 1998 the daily traffic volume on ORE 217 has increased from 99,600 vehicles per day to 118,200 per day. This represents a 19% increase, or an average of 2.1% per year. Current peak hour volume reaches over 10,500 vehicles per hour or on average about 1,750 vehicles per hour per lane, which represents about 100% of the available capacity.

Recent transportation planning efforts, ODOT's Western Bypass Study, Metro's 2000 Regional Transportation Plan, and the Oregon Highway 217 Initial Improvement Concepts Technical Memorandum, all recognize the need for at least one additional through lane in each direction in this corridor. It has also been concluded that three through lanes plus auxiliary lanes or braided ramps in each direction is the maximum that can fit within the right of way envelope without significant impacts.

This work program is designed to facilitate the selection, and promote the implementation, of transportation strategies for Highway 217 between I-5 and US 26. A series of highway improvement alternatives will be developed and analyzed. Engineering and operational characteristics, public acceptance and financial feasibility will be evaluated. Alternatives include bringing this facility to six through lanes throughout its length plus braided ramps or auxiliary lanes. General Purpose and managed lane approaches (including carpool and peak period priced lanes) will be evaluated for the new capacity. Interchange arrangement will be analyzed and refinements proposed. In addition, varying levels of transit service, demand and system management strategies and arterial improvements will be considered as a complement to highway improvements.

A significant public involvement effort is anticipated as part of this study. Separate work programs have been developed to describe the technical and public involvement components, which will be undertaken together. The outreach efforts will be keyed into major technical milestones and information obtained from the public will feed back into the technical effort.

## *Project Goals*

- Develop an appropriate range of improvement strategies that address corridor transportation needs to the level of detail necessary to commence the appropriate National Environmental Protection Act (NEPA) process and begin more advanced planning.

- Consider innovative demand and system management and financing approaches, including High Occupancy Vehicle (HOV) lanes and value pricing, and make a determination as to whether they are appropriate for this corridor.

- Establish a phasing plan that identifies projects and strategies that can be implemented in the near, short and long-term.

- Build public understanding of, and support for, the selected transportation improvement strategies.

These goals will be accomplished through the following study process:

1. Establish consensus on the problem to be addressed and the objectives for improvements in the corridor, and define measures to evaluate the alternatives.

2. The study process will build to the extent possible upon existing work already completed. It will rely heavily on the Initial Concepts Report for background transportation analysis. It will rely on local plans for land use and will not undertake new land use planning. Consideration of new land use issues will be limited to those directly related to the highway facility, such as development of an interchange management plan.

3. Develop a series of comprehensive transportation improvement strategies, given different levels of funding, which are consistent with regional and local plans, and that address the objectives for the corridor plan.

4. Perform an analysis of transportation performance, environmental effects and financial feasibility on the alternatives, which is appropriate for a corridor plan.

5. Refine the range of alternatives and establish phasing and financing plans that allow for implementation of strategies and projects in the near, short and long terms.

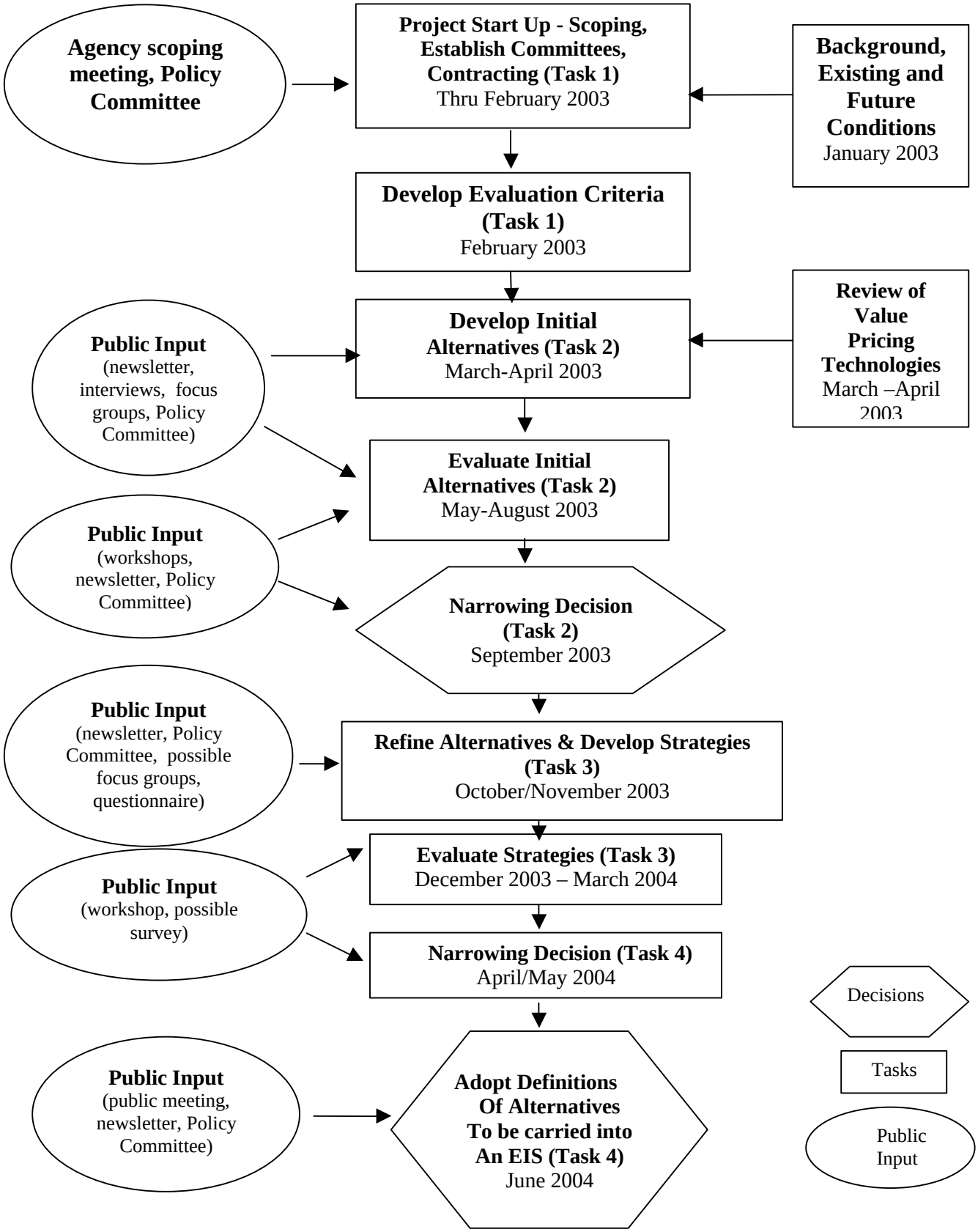
6. Undertake a public involvement program that provides timely information and an opportunity for community input to ensure participation of the public in the development and selection of transportation improvement strategies.

Metro is the project lead. Project partners include FHWA, ODOT, Washington County, Tri-Met, the Cities of Beaverton and Tigard, and other appropriate local jurisdictions. At this time it is anticipated that the study will take approximately 20 months from commencement of receipt of the Value Pricing Pilot Program grant.

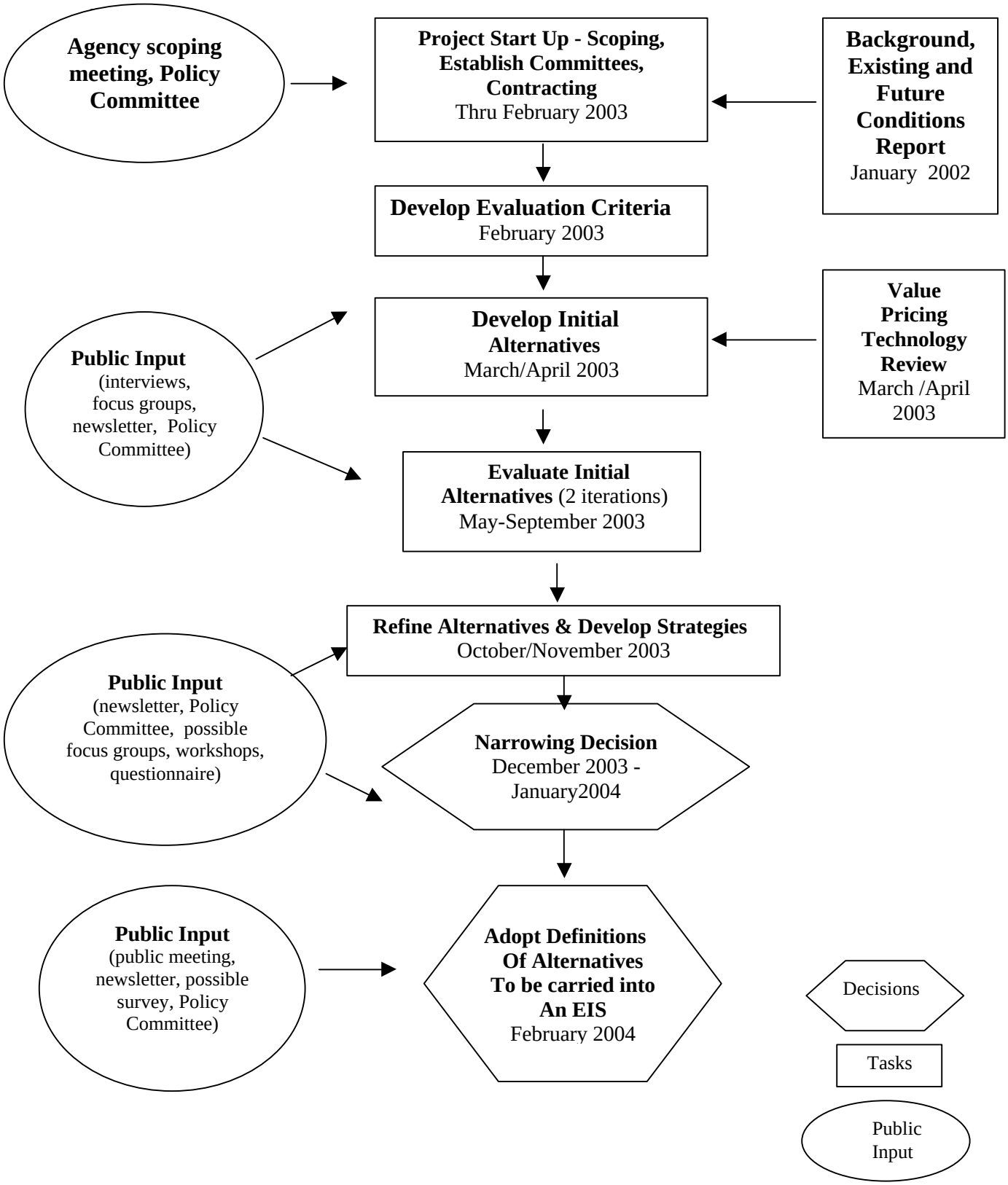
***Figure 1*** provides a graphic overview of the anticipated study process if the study determines that the range of promising alternatives coming out of the first evaluation requires a second round of evaluation and refinement before moving into an Environmental Impact Statement (EIS) process. Considering the complexity of the corridor and the alternatives being

considered at this point, it would typically be expected that a second round of evaluation would be needed. ***Figure 2*** provides a shorter alternative that could be implemented if the study determines that the range of alternatives coming out of the first evaluation is sufficiently narrow that they can go directly into an EIS.

## Figure 1: Study Process



## Figure 2: Alternative Study Process (If Alternatives Narrow Early)



# Highway 217 Corridor
# Technical Work Program

## *1.0 Project Development*

A series of tasks will be initiated at the outset of the study to refine the scope, establish review committees, sign Intergovernmental Agreements, obtain consultants, set goals and prepare background materials. Study organization tasks will proceed concurrently with initial technical analysis.

*Responsibility: Metro will lead the tasks below with input from project partners.*

### *1.1 Establish Advisory Committees and Decision-Making Structure*

A committee and decision-making structure will be established from public agencies, citizens and businesses. It will include representatives from the surrounding local jurisdictions, commercial centers, residential communities and service agencies, which may be affected by the improvements. Other large and medium sized employers and citizens with specific transportation, environmental and other related interests will also be represented on the committees. Prompt review and active involvement from the Oregon Department of Transportation and federal and state environmental agencies is essential for the success in meeting schedules set for the study. A proposed committee structure is outlined below.

- **Technical Advisory Committee (TAC)**

A TAC will be formed to provide expertise and input from technical representatives of the Cities of Beaverton, Tigard, Lake Oswego, Washington County, FHWA, ODOT, Tri-Met, federal and state environmental agencies and Metro. Additionally, other municipal jurisdictions that may be affected by the various alternatives will be contacted and added to the TAC as appropriate. It will meet frequently, at least once a month, throughout the study to review and provide input on all major work products.

Senior staff from participating agencies and jurisdictions will meet periodically to provide overall advice on project direction. They will convene as needed, either separately or in combination with the TAC, at key decision points or when specific issues arise.

- **Policy Committee**

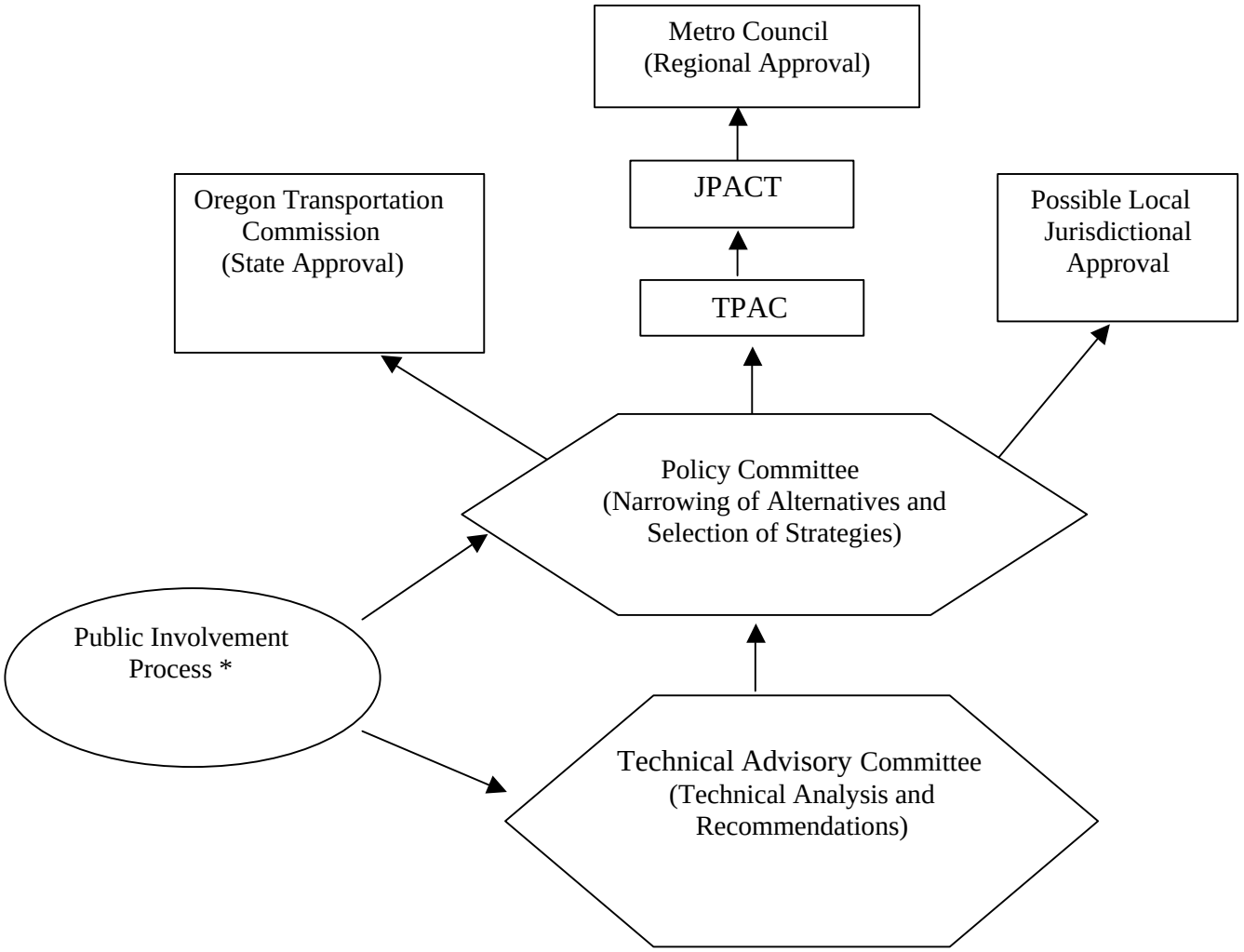
A policy committee will be established to provide project oversight, make policy decisions and ensure on-going public input into the study process. The policy committee will also make final study recommendations on narrowing of alternatives, and carry them forward for approval from the appropriate local, regional and state bodies.

The Policy Committee will be comprised of a combination of elected officials and citizens from the corridor. Citizen representatives may be drawn from commercial and industrial companies in the study corridor, neighboring residential communities and environmental and transportation interests. Elected officials will include local state legislators, county commissioners, a Metro Councilor, Mayors and other local elected officials. An ODOT and an FHWA representative will be included. A meeting schedule will be established at the study outset with approximately twelve meetings over the final 18 months of the study process

***Decision-Making Structure***

The decision-making structure is graphically represented in ***Figure 3***. In this structure, the Policy Committee would be the primary decision making body for the study. Based on input from the TAC and the public involvement process, the Policy Committee would select alternatives for further study and make recommendations to local, regional and state elected officials.

## Figure 3: Study Decision-Making Process




* Public involvement will occur at major decision points. Primarily, public input will come through the Policy Committee. Reports and key findings will be reviewed by the appropriate committees.

### *1.2 Goal Setting*

At the outset, the project will host an agency kick-off meeting, including federal and state regulatory agencies, to fully consider their interests in the development of the scope, schedule and budget for the study. Following that meeting, a session will be held with the project advisory committees that will seek to establish a united series of objectives for any possible Highway 217 alternatives.

### *1.3 Revise Scope and Budget*

Based on input from FHWA, local partners and other agencies, the scope will be revised and the schedule and budget updated accordingly.

### *1.4 Execute FHWA/ODOT IGA(s)*

This agreement results from Metro's submission of a Value Pricing Program grant application to FHWA. Metro and ODOT are signatories to this agreement with FHWA. The budget, scope and schedule are tied to the FHWA grant approval process. An separate IGA between Metro and ODOT is anticipated in order to provide for ODOT participation in the engineering review of the project.

### *1.5 Intergovernmental Agreements*

Any Intergovernmental Agreements that will be needed to provide funding for the corridor study will be drafted by Metro staff and signed by the respective parties. It is anticipated that IGAs to provide local match and staff participation will be needed with the Cities of Beaverton and Tigard and Washington County. An IGA with ODOT is anticipated to ensure staff participation and provide a funding for a limited Engineering review.

### *1.6 Draft Requests for Proposals (RFPs)*

A draft request for proposal (RFP) will be written by Metro staff, in order to solicit consultant contracts for the tasks in this work program that the consultant team will be responsible for. The TAC will review the RFP(s) to ensure completeness.

### *1.7 Select Consultant(s)*

Metro will develop a consultant selection team with the advice of the project partners. The selection team will develop criteria for selecting the consultant team(s) that can best accomplish the work tasks outlined in the RFP. The consultant selection team will review the proposals from the consultants and schedule time for a presentation from consultant teams. The selection team will then select the most qualified team(s)

### *1.8 Negotiate/Execute Contracts with the Selected Consultant(s)*

Metro will also negotiate, execute and administer all contracts with the selected consultant team for the Highway 217 Corridor Study.

### *1.9 Background, Existing and Future Conditions Report*

Concurrently with tasks 1.1-1.8, Metro staff will develop a background, existing and future conditions report. The report will draw extensively from recent studies. It will pull together all relevant engineering constraints information, key findings, and travel demand analysis from these studies. This report will build largely on the Oregon Highway 217 Initial Improvement Concepts Technical Memorandum. This report will also incorporate travel and land use information from recent studies such as the Washington Square Regional Center Plan, local transportation system plans, and the Interstate 5/ Highway 217 Interchange Sub-Area Transportation Plan.

Additional data will only be developed as needed to address open issues or update to reflect changed conditions. For example, it could allow for additional transportation analysis to account for recent changes to corridor facilities, to further identify queuing locations related to definition of value pricing alternatives, etc.

### *1.10 Develop Comprehensive Evaluation Criteria*

The evaluation criteria shall include transportation performance measures as well as measures to address impacts to the built and natural environments. These criteria may be expanded or reduced as the result of meetings with the study's advisory committees and input from public processes. Criteria could include:

- Financial Feasibility, including Capital and Operating Costs and Revenue Potential of the option.
- Travel Performance including traveler benefits and costs and overall societal costs.
- Transportation Impacts on the arterial and collector system around Highway 217.
- Safety.
- Equity.
- Consistency with State, Regional and local Land Use and Transportation Plans and Policies.
- Community Effects including environmental, employment, freight and neighborhood effects.
- Public Acceptance.

## *2.0 Develop an Initial Range of Alternatives*

This task develops the range of alternatives to a level where they can be evaluated technically and be reviewed by the project's technical and policy committees.

### *2.1 Value Pricing Technology Review*

Explore relevant technologies related to development of High Occupancy Toll (HOT) lane and ramp meter bypass alternatives. Research focus will be on current, best practices. The review will emphasize key issues related to value pricing that were identified in the Oregon Highway 217 Initial Improvement Concepts report. These issues include new technologies for barrier-less priced lanes, new techniques for lane separation and enforcement, direct drop in ramps vs. merge weave access to HOT lanes, intermediate access to HOT lanes and priced ramp meter bypasses. This information will be used to help identify and develop feasible value pricing alternatives that respond to facility needs. A report summarizing the results will be prepared.

*Responsibility: A consultant contract is anticipated to accomplish this task.*

### *2.2 Identify Initial Range of Alternatives*

Based on the Background, Existing and Future Conditions Report Report (Task 1.9), the Oregon Highway 217 – Initial Improvement Concepts report, and the Value Pricing technology review (Task 2.1), the study will develop an initial range of alternatives.

The potential range of alternatives could include:

- No Build, assuming specific corridor definition, horizon year and RTP-level of improvements and transportation demand management programs to serve as a basis for comparison.

- Highway Expansion (to six lanes plus auxiliary lanes or braided ramps)
  - General Purpose lanes
  - High Occupancy Vehicle (HOV) lanes
  - Value Pricing (HOT lanes and priced ramp meter bypasses)

- Highway Expansion plus Transportation System Management, Transportation Demand Management (TDM), transit and arterial improvements

In recognition of the important function that Highway 217 plays in terms of connecting key land uses, the alternatives will address access to regional centers and employment and industrial areas. In addition, local Transportation System Plans have developed proposals for overcrossings and other connectivity improvements within the regional centers vis a vis Highway 217. The study will consider and, if needed, build on these connectivity improvements.

The development of alternatives will also build on the Initial Concepts report and seek to address key issues for further study that it identified. For example, highway expansion alternatives will be for 6 lanes and will address the need for braided ramps and interchange management. Due to the high level of congestion in the corridor, the Transportation System Management (TSM), transit and arterial alternatives will build on a base level of highway improvements. Consideration will also be given to provision of direct ramp connections to I-5 and US 26 for HOV and HOT lane alternatives as recommended by that study. Direct drop in ramps, ramp

meter bypasses and innovative techniques such as barrier-less lane separation technologies reviewed in task 2.1 will also be considered for HOV and priced alternatives, in order to optimize these options and address the issues highlighted in the Initial Concepts report.

The exact configuration and number of alternatives in this initial task will be determined in conjunction with the project advisory committees. At least one value pricing alternative will be developed and compared to other, non-value pricing, alternatives during the Initial Evaluation (Tasks 2.3-2.7). Alternatives will be developed in consultation with ODOT engineers and will consider ODOT standards. Deviations from ODOT standards will be noted.

*Responsibility: Metro staff will lead this task with input from the consultants and participation from the advisory committees.*

### *2.3 Travel Forecasts for the Alternatives*

The alternatives will need to be developed into auto and transit networks for Metro's travel forecasting model based on the defined corridor at a specified planning year. It is anticipated that several of the alternatives will need to have full travel demand model runs that include a redistribution of trips and mode split assumption, along with the trip assignments for the 2-hour PM peak. No full demand model runs were performed for any of the alternatives examined in the Highway 217 Initial Improvement Concepts report. That analysis relied on RTP demand model runs, which had different capacities and did not optimize transit or include HOV or HOT lanes.

*Responsibility: A significant effort is anticipated from the Metro's Travel Forecasting Section to accomplish the travel forecasts. In addition, the consultants will provide significant assistance to Metro staff with analysis of the travel outputs.*

### *2.4 Conceptual Design (Phase 1)*

A conceptual level of design and engineering work will be completed for each of the alternatives in order to allow comparison against evaluation criteria at a system level. Design and engineering work will build upon work already completed as part of the Initial Concepts Report. It is anticipated that significant engineering work will be needed to resolve open issues identified in that report and to address issues related to new alternatives. Work on interchanges, ramp connections, etc, is expected through this task and task 3.2 that will bring alternatives to the level of detail necessary to commence the appropriate NEPA process and will be carried forward into that process. Implementation issues related to construction and operation of value priced alternatives (type and location of equipment, enforcement technology, lane separation techniques, etc.) will be addressed.

*Responsibility: A consultant contract is anticipated to accomplish this task.*

### *2.5 Preliminary Cost Estimates*

Sketch level cost estimates will be developed for each of the alternatives. The preliminary cost estimates would be developed for both capital and operating costs. The cost estimates will build

on the information developed in the Initial Improvement Concepts report. They will incorporate all major design elements of each alternative (pavement, ramps, reconfiguration of overpasses, etc.) at a sketch level. Operational costs for highway (including value pricing), transit, TDM and TSM elements will also be developed.

*Responsibility: A consultant will accomplish this task in conjunction with Metro and Tri-Met staff.*

### *2.6 Preliminary Financial Analysis*

A financial analysis of the potential revenue sources and user fees that would be used to fund the projects within the alternatives will be completed. This financial analysis will be at a sketch level and consider traditional sources like state gas taxes and federal funds, along with any projected value pricing revenues and local funding sources.

*Responsibility: A consultant contract is anticipated to accomplish this task.*

### *2.7 Conceptual Built Impacts and Issues and Results Memoranda*

Technical memos will be completed that consolidate the information obtained about preliminary impacts to the built and natural environment, transportation performance and other results. These technical memos will rely on the information obtained in the Initial Concepts Report and the Background, Existing and Future Conditions Report and tasks 2.1 - 2.6.

*Responsibility: Metro staff will lead this task with input from the consultants and participation from the advisory committees.*

### *2.8 Select Alternatives for Further Study/Narrowing Decision*

Using the study's criteria, the study will reduce the initial list of possible alternatives to the most feasible series of alternatives. These alternatives will be carried forward for refinement and evaluation of costs, benefits and impacts. At this narrowing decision point, the study committees will also determine whether the anticipated additional round of evaluation is required. If the range of alternatives emerging after the first round of evaluation is sufficiently narrow, some of the tasks in 3.0 may be consolidated and/or condensed.

At least one value pricing alternative will be carried through the first round of evaluation (Initial Range of Alternatives, Task 2). If during Task 2.8, a decision is made that no value pricing alternatives should be carried into the detailed round of evaluation (Task 3 – Refine and Evaluate Transportation Improvement Strategies), the value pricing portion of the study would be brought to a close. Under this scenario, the shorter study schedule ("Figure 2: Alternative Study Process") would be followed. After this decision, no value pricing funds would be used for additional work beyond the final report. Remaining funds may be returned to FHWA.

At this point, Metro would confer with its project partners about the need for additional refinement or wrap up work for the remaining, non-value pricing, alternatives. If additional

work is identified, Metro would work with the partners to develop a limited scope of work for a short refinement phase that can be accomplished with remaining project funds (including Metro and local jurisdiction match). This work could include refining the alternative(s) and developing implementation strategies. At the end of the study a final narrowing decision would be made as to definitions of alternatives to be carried into an EIS.

*Responsibility: The advisory committees will select the alternatives for further study. Metro staff and consultants will provide support to the advisory committees.*

### *2.9 Prepare Evaluation Report*

A final evaluation report will be written illustrating the performance of each of the alternatives against the evaluation criteria. It will also provide documentation of how the initial list of alternatives was narrowed to a smaller set of alternatives for further study.

*Responsibility: Metro staff will lead this task with input from the consultants and the advisory committees.*

## *3.0 Refine and Evaluate Transportation Improvement Strategies*

Note: If the range of alternatives emerging after the first round of evaluation is sufficiently narrow, some of the tasks in 3.0 may be consolidated and/or condensed.

The purpose of the following tasks is to refine and evaluate the alternatives that were selected for further study in task 2.8 to a point that their performance against the study evaluation criteria can be compared with each other and a no-build scenario. The level of detail will be greater than that of the section 2 (above). These tasks should allow for the development and selection of a small group (no more than three) comprehensive transportation strategies to forward into an EIS process.

The following information will be developed for each alternative:

- Travel Demand Forecasts including performance of the facility and impact on the existing and planned local transportation network
- Conceptual Engineering
- Highway and Transit Operating Plans
- Capital Costs
- Operating and Maintenance Costs
- Environmental Review

- Financial Analysis and Phasing Plan

### *3.1 Travel Demand Forecasting*

Metro's Travel Forecasting Section will provide travel projections for the planning year of 2020 and, possibly beyond, using the latest travel demand model for the different highway/transit alternatives, including a No-Build. Travel forecast analysis will include: auto, truck, HOV, and transit volumes; congestion levels, speed, air quality impacts and other information needed to assess the impacts of the various scenarios during the 2-hour AM and 2-hour PM peak periods, and the 1-hour mid-day. The model will also be used to assess the demand and revenues under value pricing alternatives.

For each strategy, an analysis of traffic operations at key interchanges, ramps, intersections and other locations in the corridor will be obtained through the use of a traffic simulation model. The combination of the travel demand model and other models (such as FREQ) will provide valuable data on the effectiveness of the transportation improvement strategies.

*Responsibility: A significant effort is anticipated from the Metro's Travel Forecasting and Corridor Planning Sections to accomplish the analysis. In addition, a consultant will analyze the results in detail and project traffic operations using a traffic simulation model. The consultant will also utilize the model outputs to analyze the revenues and other effects of the alternatives.*

### *3.2 Conceptual Engineering and Design (Phase 2)*

Building on work developed in task 2.4, each of the selected highway/transit strategies will be developed to the concept design level. Given the physical constraints in the Highway 217 right-of-way, particular attention will be focused on adapting the strategies to fit within the existing bridges and other built and natural constraints within the corridor. In depth analysis of implementation issues related to value pricing alternatives will be conducted.

*Responsibility: A consultant contract is anticipated to accomplish this task.*

### *3.3 Highway and Transit Operating Plans*

The build alternative will be evaluated together with a strategic package of TSM improvements in the corridor. Emphasis will be placed on developing and evaluating the operational effectiveness of different strategies to meet the projected travel demand. Alternative operating highway plans would address differences with respect to operation of priced lanes and ramp metering; various transit operating systems may include HOT, HOV, express bus operations and direct connecting ramps to major activity centers.

*Responsibility: The Highway portion of this task will be completed via a Traffic Engineering consultant with expertise in HOV/HOT operations. The transit-operating plan will be developed by Metro and Tri-Met staff, with possible consultant assistance.*

### *3.4 Reconnaissance Level Environmental Review*

This task will evaluate the potential environmental impacts resulting from the construction of each transportation improvement strategy. Based on earlier information collected in task 2.7, the study will address potential environmental impacts associated with the improvement strategies. This analysis will be completed to a reconnaissance level consistent with the conceptual level of design and the number of strategies under consideration. It will include but not be limited to the compatibility with existing and proposed land uses, effects on neighborhood character, potential visual and aesthetic effects, potential vegetation, wetland and wildlife effects, water quality impacts and potential geological effects.

*Responsibility: The majority of information has already been compiled by ODOT as part of the Initial Concepts report. Any additional work will be coordinated by Metro with support from ODOT.*

### *3.5 Capital, Operating and Maintenance Costs*

Cost assessments developed in task 2.5 will be refined for each improvement strategy to the concept level. These costs will include all additional costs associated with each alternative to cover such things as construction associated with lane additions, environmental mitigation, special equipment for operating value priced alternatives, bus purchase and operation, and additional enforcement and special monitoring associated with value priced alternatives. The capital costs will be based on the conceptual engineering in task 3.2. The operational costs will be based on plans developed in task 3.3.

*Responsibility: Consultants and agencies engaged in tasks 3.2 to 3.4.*

### *3.6 Financial Analysis and Phasing of Improvement Strategies*

This analysis takes the results of the capital, operating and maintenance costs completed in tasks 3.6, develops revenue projections for each strategy and explores various phasing approaches that would allow implementation of key projects during near, medium and long term timeframes. Because funding could be drawn from many sources and timing of implementation critically affects both operations, revenues and costs, this analysis is needed to determine project feasibility. An overall cost/benefit analysis for each alternative will be prepared. An evaluation of equity effects alternatives by income group will be a product of the cost/benefit analysis.

All improvement strategies will need to be coordinated with the projects in the 2000 Regional Transportation Plan and be in compliance with requirements in the Region 2040 Plan.

*Responsibility: Financial and Engineering consultants under supervision by Metro.*

### *3.7 Results Memoranda*

Several technical memos will be completed that consolidates key information obtained in tasks 3.1 - 3.7. These memoranda will be used by Metro staff and the various advisory committees to make preliminary assessments and refine the strategies throughout the evaluation process.

*Responsibility: Metro staff will lead this task with input from the consultants and participation from the advisory committees.*

### *3.8 Draft Refinement of Improvement Strategies Report*

A draft report compiling the results of the evaluation of the completed tasks in 3.1 - 3.8 will be prepared. It will evaluate the performance of each transportation improvement strategy against the evaluation criteria and a No Build scenario. It will be reviewed by the study advisory committees.

*Responsibility: Metro will write the report based on information from all tasks in section 4.0 and input from review committees.*

## *4.0 Selection of Preferred Transportation Strategies*

The Policy Advisory Committee, with input from the various advisory groups, will be asked to select 2-3 comprehensive strategies to forward to the cities, counties, the Transportation Policy Advisory Committee (TPAC), the Joint Policy Advisory Committee on Transportation (JPACT), the Metro Council and the Oregon Transportation Commission (OTC). This recommendation will include:

- An appropriate number of comprehensive transportation improvement strategies (no more than 3).
- A phased implementation plan for each strategy, including identification of near, medium and long term projects.
- Funding options for each strategy
- A prioritized project list

At the conclusion of the Highway 217 Corridor Study, depending on funding and approval of relevant state and regional entities, a Draft Environment Impact Statement (DEIS) process could commence. In addition, implementation of near term projects and strategies, which may not require a NEPA process, could commence.

### *4.1 Final Refinement of Improvement Strategies Report*

The draft report prepared and reviewed in task 3.8, will be revised and finalized in this task.

*Responsibility: Metro with input from the review committees.*

### *4.2 Final Evaluation and Recommendations Report*

A final recommendation report will be written that outlines the decision process (including methodology and findings) by which transportation improvement strategies are being recommended for approval. The final report will also include an implementation plan (including phasing and funding plans) for each recommended strategy and a discussion of any preferred strategy. It will also include lessons learned about the value pricing portion of the project that may be applicable to other jurisdictions undertaking similar studies.

*Responsibility: Metro will write the report with input from review committees.*

### *4.3 Approvals*

Local approval will be sought by forwarding the recommendations to city councils and county commissions. All recommendations will be forwarded to TPAC, JPACT, the OTC, and the Metro Council for their approval.

# Highway 217 Corridor
# Public Involvement Work Program

### *Introduction*

This Highway 217 Corridor Public Involvement Work Plan describes a comprehensive approach to public involvement for the Highway 217 Corridor. This plan is designed to inform stakeholders (interested and affected persons/business/special interest) and the larger community about the study process and key decisions, and seek, consider and integrate the values and concerns of the public into the overall decision making process. These work elements, while described separately, will be undertaken in conjunction with the technical work efforts. Prior to the study commencement a detailed study schedule demonstrating the integration of the technical and public involvement work elements, will be developed.

### *Audience Analysis*

The geographic area for this study includes Highway 217 between I-5 and US 26. Priority status for public outreach will be given to commercial, office, retail, industrial, and residential interests who may be effected by study alternatives. Second priority for community outreach focuses on general users of the facility. It should be noted from the outset that reaching this group of users would require the use of mass media (radio/television/newspaper) at a substantial cost, which is not included in the current budget.

### *General Approach*

Generally, the PI approach will seek to inform, educate, and gain input from targeted groups (commercial establishments, major employers etc.), users (businesses with fleets adjacent to the corridor, nearby residents, and service providers), elected officials, and environmental interests. The components outlined here would be employed to reach these audiences. A public involvement timeline will be developed in conjunction with the workplan for the technical work. In general, the approach is to start with informed individuals and targeted groups first and then seek feedback from the broader public once specific alternatives have been developed and information is available.

### *Public Involvement Objectives*

- To provide accurate and timely information on all aspects (including the costs, benefits and potential impacts of various improvement strategies) of the Highway 217 corridor study.

- To provide an opportunity for interested parties to express ideas and concerns about the proposed alternatives and to present additional ideas to improve the transportation strategies or mitigate their impacts.

- To provide detailed information about the Highway 217 study, decision-making process, and project timeline.

- To ensure adequate preparation of the public to fully participate in a decision making process aimed at selecting transportation strategies for Highway 217 between I-5 and US 26.

A special effort will be made throughout this process to educate the community about, and obtain feedback on, value pricing alternatives and issues.

## *5.0 Public Involvement Program*

### *5.1 Evaluation and Refinement of Plan*

The specific elements below are tools that will be further focused as the study progresses and focused on specific alternatives and issues as they develop. Many will be used only if needed, as indicated below. Public involvement staff from all of the participating jurisdictions will meet periodically to review public involvement progress to date, to evaluate the effectiveness of the public involvement process and to refine Public Involvement Plan components and schedule. In addition, the Metro Committee on Community Involvement (MCCI) will have the opportunity to review and comment on the Public Involvement work plan prior to its implementation.

*Responsibility: Metro and jurisdictional staff*

### *5.2 Stakeholder Interviews*

Stakeholder interviews will be conducted at the study commencement with key individuals and representatives of user groups within the corridor to obtain their concerns and expectations regarding improvements to Highway 217 and also to educate them on the goals of the study. Particular attention will be paid to ascertain relevant attitudes and issues regarding value pricing approaches including HOT lanes and priced ramp meter bypasses. In the context of ramp meter bypasses, questions will be asked to ascertain potential support and concerns about various ways of managing the bypasses. Interviews further help identify potential options and frame PI outreach needs. A sample of 50 stakeholders will provide a good cross section of key users of the corridor. Fifty interviews can be completed within a short period of time and provide useful results. The interviews could also help identify candidates for the Policy Advisory Committee. Metro staff will administer the interview process and the project team will review content. Interviews will be conducted by a combination of Metro staff and a qualified contractor. A report summarizing the results will be prepared.

*Responsibility: A consultant contract is anticipated to assist with this task with participation and supervision by Metro staff.*

### *5.3 Focus Groups*

Focus groups will be used throughout the study to provide information on how the users of Highway 217 and other travelers in the corridor define the needs, problems, and potential solutions. Focus groups will also be used to determine the willingness to pay for improvements in the corridor and to assess the potential pubic support for various options, including value pricing. One or more focus groups will explore different approaches to managing potential ramp meter bypasses. An approach whereby more than the volume related to the new capacity and, in

effect, some existing capacity is priced (FAIR lanes) will be investigated. For each set of focus groups, a report summarizing the process and results will be prepared.

Three focus groups, comprised of general corridor users and residents, will be conducted in conjunction with the development and evaluation of alternatives. They will be used to determine the public perception of the specific problems and assess the reaction to potential solutions.

Additional focus groups are budgeted but will only be used as needed. Two focus groups could be conducted in the middle of the study to explore in depth issues with the general public or with key stakeholder communities identified during the course of the study (e.g. value pricing, freight, employers). Another set of three focus groups, comprised of the general corridor traveler and area residents, could also be conducted near the end of the study to help refine and select the preferred transportation improvement strategies.

*Responsibility: The focus groups would be lead and conducted by a market research consultant with supervision by Metro staff.*

### *5.4 Final Survey*

Towards the end of the study, a random sample, telephone survey to gather specific information aimed at refining and selecting the preferred transportation improvement strategies has been budgeted. It will only be used if needed to ascertain support for specific alternatives or issues. Its purpose will depend on the range strategies under consideration at the end of the study. It could focus on public interest and acceptance of specific improvements, value pricing and other innovative approaches, financing and phasing strategies. It will help identify potential issues with strategies and can be used to refine or select them. It can also flesh out potential issues that have already been identified. A report summarizing the findings will be prepared.

*Responsibility: The survey would be conducted by a market research consultant with supervision by Metro staff.*

### *5.5 Policy Advisory Committee*

A Policy Advisory Committee consisting of stakeholders, elected officials, corridor business owners, corridor users, and environmental interests will be formed and will function as a clearinghouse for narrowing options. The committee will meet approximately once per month, in a central location and will serve as a reliable forum for public discussion.

*Responsibility: Metro staff will facilitate this committee. Room rental, food, security, sound system, and minimal mailings for 12 meetings is contained in the attached budget.*

### *5.6 Liaison Work*

On going liaison work will proceed throughout the life of the study consisting of telephone communications, written contact, and email correspondence with the interested public. Project

staff will also meet with neighborhood groups and other organizations to keep them informed of the Study's progress and to gather input.

*Responsibility: Metro and jurisdictional staff.*

### *5.7 Questionnaire*

In an effort to broaden input into the refinement of alternatives step, a non-scientific survey will be developed and printed in community newspapers, and potentially distributed through key employers, to garner public comment on the study's proposals. This method seeks to get information out to and in from those who would not traditionally attend public meetings. Metro would seek partnerships with newspaper publications to offset some costs. A report summarizing the results will be prepared.

*Responsibility: Metro staff will write and produce the survey. The project's share for the cost of funding the questionnaire is included on the attached budget.*

### *5.8 Public Workshops*

The project partners anticipate conducting two community-wide project meetings sponsored by business/community groups to educate the public on the study and garner input. One would take place during the wide range of alternatives phase to help select alternatives for detailed study. The other would take place during the refinement of alternatives phase in order to garner input about strategies to be selected for inclusion in an EIS. A report summarizing the process and results will be prepared after each workshop or open house.

Three smaller group meetings are also budgeted. They would be held only if needed. They are planned during the middle of the study in order to provide an opportunity to explore in depth issues with targeted groups such as employers, the freight community or commuters. Relevant issues related to value pricing approaches including HOT lanes, priced ramp meter bypasses (and related FAIR lanes possibilities) could be explored in the large and small group meetings.

*Responsibility: Metro and jurisdictional partners will plan and staff the workshops. The attached budget includes room rental, food, security, sound system, advertising, and minimal mailings for the meetings.*

### *5.9 Public Hearing(s)*

A public hearing, or another type of outreach public opportunity, will be held at the conclusion of the study. The Policy Committee will take public testimony regarding the study.

*Responsibility: Metro and jurisdictional staff will work together on this task. Costs are set forth in the attached budget and assume a public hearing room will be provided without a fee.*

### *5.10 Public Comment Report*

Public comments made at public meetings will be recorded in the form of meeting notes or minutes and distributed to project staff. A public comment document will be compiled and summarized at the end of the formal public comment period.

*Responsibility: Metro staff.*

### *5.11 Media Outreach*

A mailing list of local media will be compiled. Media briefings will be conducted with key reporters and editorial board members as determined appropriate. A media fax list will be created. Press releases and media packets will be provided to media at key decision making points. The media will be notified of public meetings and decisions, ten days prior to the date of the meeting/hearing.

*Responsibility: Metro project staff will lead and will coordinate with jurisdictional partners.*

### *5.12 Publications*

Four newsletters are planned during the course of the study. If the shorter schedule is followed, only three will be developed. One at the kick off of the study, two at key decision points, and one at the end to wrap up the study. They would be sent to individuals on the mailing list, and distributed at meetings, to jurisdictions, libraries and to members of the media.

Four fact sheets are budgeted. They will only be produced if needed to describe different components of the study. They would be distributed at meetings, to jurisdictions and libraries.

A project timeline and decision process chart, and organizational structure chart would be developed and posted on the web page and made available at meetings and on request.

*Responsibility: Metro staff will write and produce these publications. Costs of printing and mailing are set forth in the attached budget.*

### *5.13 Mailing List*

A mailing list will be established of interested members of the public (elected officials, neighborhood and Community Planning Organization (CPO) groups, property owners, business groups, user groups within the corridor, and persons who have previously expressed interest in related studies).

*Responsibility: Metro staff will work with Washington County, the Cities of Beaverton and Tigard, other affected local jurisdictions, the Commuter Rail Study Consultants and other groups to cultivate a reliable interested parties mailing list. The attached budget includes costs for a mailing list of up to 5,000 names.*

### *5.14 Visual Simulations*

Simulations are budgeted. They will be developed only if needed to convey abstract or difficult to understand project alternatives in a pictorial fashion. These will be used at public meetings at key milestones during the study.

*Responsibility: A consultant will produce the materials in collaboration with Metro staff.*

### *5.15 Transportation Hotline*

Metro staff will maintain a Highway 217 study message program with timely study information including meeting dates and key decision points. A mailbox option for leaving comments and requesting information will also be established as part of this function.

*Responsibility: Metro staff*

### *5.16 Web Page*

Metro staff will maintain a project web page with a description of the study, a timeline with key decision points and opportunities for public input, fact sheets, newsletters and other pertinent information about the Highway 217 planning study

*Responsibility: Metro staff with possible consultant support*

### *5.17 Graphic Materials*

Graphical materials, including maps and photographs, for public meetings and presentations will be produced.

## HIGHWAY 217 CORRIDOR STUDY ESTIMATED BUDGET

| TASK | METRO | | ODOT | CONSULTANTS | | | | GRAND | FUND SOURCES | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| And Subtask | Staff Costs | Materials | Engin. Review | Engineer-ing | Travel Analysis | Finance | Out-reach | TOTAL COSTS | Value Pricing* | UPWP FY 03 | UPWP FY 04 |
| **1.0 Project Dev. - Subtotal** | **$ 123,044** | **$ -** | **$ -** | **$ -** | **$ 5,500** | **$ -** | **$ -** | **$ 128,544** | **$45,352** | **$83,191** | **$0** |
| 1.1 Establ. Committees | 4,718 | | | | | | | 4,718 | | | |
| 1.2 Goal Setting (Policy Committee) | 4,995 | | | | | | | 4,995 | | | |
| 1.3 Revise Scope/budget | 8,492 | | | | | | | 8,492 | | | |
| 1.4 Execute FHWA/ODOT IGA | 7,770 | | | | | | | 7,770 | | | |
| 1.5 Negotiate/Execute IGAs w/jurisdictions | 8,325 | | | | | | | 8,325 | | | |
| 1.6 Draft RFPs | 15,651 | | | | | | | 15,651 | | | |
| 1.7 Consultant selection | 14,264 | | | | | | | 14,264 | | | |
| 1.8 Neg./Execute consultant | 18,038 | | | | | | | 18,038 | | | |
| 1.9 Background, Existing Future Conditions | 30,636 | | | | 3,500 | | | 34,136 | | | |
| 1.10 Evaluation Criteria (TAC) | 7,382 | | | | 2,000 | | | 9,382 | | | |
| TAC meeting | 2,775 | | | | | | | 2,775 | | | |
| **2.0 Dev. Initial Alternatives - Subtotal** | **$ 141,248** | **$ -** | **$ 6,000** | **$ 66,500** | **$ 42,000** | **$ 28,000** | **$ -** | **$ 283,748** | **$143,634** | **$114,458** | **$25,655** |
| 2.1 Value Pricing Technology Review | 10,712 | | | 15,000 | | | | 25,712 | | | |
| 2.2 Identify initial alts. | 27,473 | | 1,200 | 5,000 | 5,000 | | | 38,673 | | | |
| 2.3 Travel Forecasts | 41,181 | | 600 | | 30,000 | | | 71,781 | | | |
| 2.4 Concept engineering ph I | 7,604 | | 3,000 | 30,000 | | | | 40,604 | | | |
| 2.5 Preliminary Cost Estimates | 6,216 | | 1,200 | 10,000 | | | | 17,416 | | | |
| 2.6 Preliminary Financial Analysis | 17,316 | | | | | 25,000 | | 42,316 | | | |
| 2.7 Results Memoranda | - | | | 2,000 | 2,000 | 2,000 | | 6,000 | | | |
| 2.8 Select/Refine short list of alt. | 16,373 | | | 2,000 | 2,000 | | | 20,373 | | | |
| 2.9 Evaluation Report | - | | | 2,000 | 2,000 | | | 4,000 | | | |
| 3 meetings PAG | 6,660 | | | 500 | 1,000 | 1,000 | | 9,160 | | | |
| TAC 8 meets | 7,715 | | | | | | | 7,715 | | | |
| **3.0 Refine Alts. - Subtotal** | **$ 143,412** | **$ -** | **$ 4,800** | **$ 80,500** | **$ 55,000** | **$ 40,000** | **$ -** | **$ 323,712** | **$110,062** | **$0** | **$213,650** |
| 3.1 Travel Forecasting | 54,224 | | 600 | | 38,500 | | | 93,324 | | | |
| 3.2 Concept engineering ph II | 9,380 | | 3,000 | 37,000 | | | | 49,380 | | | |
| 3.3 Operating Plans | 4,107 | | | | 10,000 | | | 14,107 | | | |
| 3.4 Environmental Review | 7,215 | | 1,200 | | | | | 8,415 | | | |
| 3.5 Detailed cost estimates | 5,384 | | | 20,000 | | | | 25,384 | | | |
| 3.6 Financial Anal. and Phasing | 22,200 | | | 20,000 | 2,000 | 35,000 | | 79,200 | | | |
| 3.7 Results Memoranda | 6,938 | | | 2,000 | 2,000 | 2,000 | | 12,938 | | | |
| 3.8 Draft Refinement Report | 17,039 | | | 1,000 | 2,000 | 2,000 | | 22,039 | | | |
| 3 meetings PAG | 7,160 | | | 500 | 500 | 1,000 | | 9,160 | | | |
| 8 TACs | 9,768 | | | | | | | 9,768 | | | |

| | | | | | | | | | | | |
|---|---|---|---|---|---|---|---|---|---|---|---|
| **4.0 Selection of Strategies - Subtotal** | **$ 53,280** | **$ 4,000** | **$ -** | **$ 1,000** | **$ 1,000** | **$ -** | **$ -** | **$ 59,280** | **$20,155** | **$0** | **$39,125** |
| 4.1 Final Refinement Report | 25,808 | 2,000 | | 1,000 | 1,000 | | | 29,808 | | | |
| 4.2 Recommendation Report | 9,990 | 2,000 | | | | | | 11,990 | | | |
| 4.3 Approvals | 12,765 | | | | | | | 12,765 | | | |
| 2 TAC meetings | 2,442 | | | | | | | 2,442 | | | |
| 1 PAG meeting | 2,276 | | | | | | | 2,276 | | | |
| **5.0 Public Involvement - Subtotal** | **$ 195,582** | **$ 86,900** | **$ -** | **$ 2,000** | **$ 1,500** | **$ 2,000** | **$ 79,000** | **$ 366,982** | **$181,269** | **$71,062** | **$114,651** |
| 5.1 Refine Public Involvement Plan | 6,938 | | | | | | | 6,938 | | | |
| 5.2 Stakeholder Interviews | 21,368 | | - | | | | 6,500 | 27,868 | | | |
| 5.3 Focus groups | 8,325 | | | | | | 20,000 | 28,325 | | | |
| 5.4 Final Survey | 4,718 | | | | 500 | | 20,000 | 25,218 | | | |
| 5.5 Policy Committee meetings | 33,467 | 12,000 | | 1,000 | 1,000 | 2,000 | | 49,467 | | | |
| 5.6 Liason Work | 15,263 | | | | | | | 15,263 | | | |
| 5.7 Questionnaire | 7,770 | 17,000 | - | | | | | 24,770 | | | |
| 5.8 workshops | 39,128 | 13,400 | | 1,000 | | | 10,000 | 63,528 | | | |
| 5.9 Public Hearing | 4,163 | | | | | | | 4,163 | | | |
| 5.10 Public Comment Report | 6,938 | | | | | | | 6,938 | | | |
| 5.11 Media Outreach | 7,770 | | | | | | | 7,770 | | | |
| 5.12 Publications | 22,311 | 18,000 | | | | | | 40,311 | | | |
| 5.13 Mailing list | 5,273 | 23,000 | | | | | | 28,273 | | | |
| 5.14 Visual Simulations | 1,943 | | | | | | 20,000 | 21,943 | | | |
| 5.15 Transportation Hotline | 2,886 | | | | | | | 2,886 | | | |
| 5.16 Web Page | 3,996 | | | | | | | 3,996 | | | |
| 5.17 Graphics | 3,330 | 3,500 | | | | | 2,500 | 9,330 | | | |
| **GRAND TOTAL** | **$ 656,565** | **$ 90,900** | **$ 10,800** | **$ 150,000** | **$ 105,000** | **$ 70,000** | **$ 79,000** | **$ 1,162,265** | **$500,472** | **$268,712** | **$393,081** |

* This includes $400,000 in FHWA Value Pricing Program Grant funds and $100,000 in local match. Local match will come from a variety of sources including local funds from Metro, the Cities of Beaverton and Tigard and Washington County. In addition, while some subtasks in Task 1 will be commenced prior to October 1, 2002 (or the Value Pricing grant agreement start date), no costs for such work have been attributed to the value pricing grant funds.

Note: Contribution of staff time by partner agencies and jurisdictions to participate in the study process are assumed. These costs have not been fully identified and are not included in these estimates.